DOCUMENT RESUME

ED 155 979 HE 010 023

AUTHOR Gieseke, Ludwig; Eilsberger, Rupert
TITLE The Development of the Comprehensive University in the Federal Republic of Germany.
INSTITUTION Council for Cultural Cooperation, Strasbourg (France).
PUB DATE Nov 77
NOTE 24p.; Not available in hard copy due to marginal legibility of original

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS College Faculty; *Comparative Education; *Comprehensive Programs; Decentralization; Educational Policy; *Educational Supply; *Foreign Countries; *Higher Education; *Universities
IDENTIFIERS *Germany

ABSTRACT

Comprehensive universities, which came into existence in the Federal Republic of Germany in 1970, combine the aims of a number of traditional types of institutions of higher education, particularly universities, colleges of education, and higher vocational and technical colleges. The development of the concept of the comprehensive university and its realization in educational policy is discussed. Motives and arguments for the comprehensive university, main targets and problems in the development of the comprehensive universities, and the state of the art with regard to their development are discussed. Future developments are assessed. (SPG)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED155979

COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

HE

Strasbourg, 16 November 1977

CCC/ESR (77) 36
Or. Engl.

COUNCIL FOR CULTURAL CO-OPERATION

Working Party on the Diversification of Tertiary Education

Strasbourg, 1 - 3 March 1978

THE DEVELOPMENT OF THE COMPREHENSIVE UNIVERSITY IN THE FEDERAL REPUBLIC OF GERMANY

Report prepared by

Dr Ludwig GIESEKE and
Dr Rupert EILSBERGER,

Federal Ministry for Education and Science,
Bonn

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Council of Europe

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

52.181
04.1

HE010023

Table of contents

		Page
1.	Structure of higher education in the Federal Republic of Germany	1
2.	The development of the concept of the comprehensive university and its realisation in educational policy	3
3.	The first phase in the development of the comprehensive university at the beginning of the 70s	5
	a. The comprehensive university in higher education legislation	6
	b. Formation of Hochschulregionen/ Gesamthochschulbereichen	6
	c. Model experiments	7
	d. Foundation of the first comprehensive universities	7
4.	Motives and arguments for the comprehensive university	8
5.	Main targets and problems in the development of the comprehensive universities	11
	a. The new course structure	11
	b. Questions concerning decentralisation and dimensions	13
	c. Significance of the staff-structure	14
	d. Co-operation between the state and the higher education institutions	15
6.	State of the art with regard to the development of the comprehensive university	17
	a. Successes and achievements of the first comprehensive universities	17
	b. Results of the model experiments	18
	c. Political uncertainty	19
7.	Assessment of future developments	19

1. Structure of higher education in the Federal Republic of Germany

Up to now higher education in the Federal Republic of Germany has been characterised by the co-existence of different types of Hochschulen (institutions of higher education). These differ from one another according to the type and length of courses on offer, entrance requirements, qualifications of the teaching staff as well as the rating or reputation of their courses and terminal degrees within the employment system. Up to 1970, the main types of higher education institutions were:

- Universitäten und Technische Hochschulen and some smaller specialised institutions of equivalent status, eg Medizinische Hochschulen (for medicine), Thelogische Hochschulen (for theology) (in future referred to as "universities")

- Kunsthochschulen und Musikhochschulen (colleges of art and music)

- Pädagogische Hochschulen (colleges of education)

- Fachhochschulen (see below).

All the institutions of higher education, except for a few of no great importance for the number of students, are state (public) institutions.

The entrance qualifications to the universities and colleges of education is basically the Abitur which is taken after 13 years of schooling.

Beginning in 1969, the Fachhochschulen, higher vocational and technical colleges, came into existence, being mainly developed from the Ingenieurschulen (schools of engineering) and the Höhere Fachschulen (higher technical and trade schools). The Fachhocschulen provide practice-oriented academic courses designed to equip the student later on to practice his profession independently. The entrance requirement to these institutions is the Fachhochschulreife which is obtained after 12 school years (the final two years being completed in most of the Länder in the Fachoberschule).

The admission requirements to the colleges of art and music take special talents into consideration which can be proved by sitting an entrance examination.

./.

Since 1970, Gesamthochschulen, comprehensive universities, have been established in three of the eleven Länder. By this term - this probably being the shortest definition - we understand higher education institutions which combine the aims of a number of traditional types of Hochschulen (particularly universities, colleges of education and Fachhochschulen), in particular with regard to the courses offered.

The following comprehensive universities exist today, all of which have developed out of already existing institutions of higher education (colleges of education and/or Fachhochschulen):

Gesamthochschule	Land	date of foundation	number of students WS 76/77
Kassel	Hesse	1970	5,635
Essen	North-Rhine Westphalia	1972	10,026
Duisburg	"	1972	5,349
Paderborn	"	1972	6,788
Siegen	"	1972	5,815
Wuppertal	"	1972	6,155
Bamberg	Bavaria	1972	1,538
Eichstätt (1)	"	1972	1,466
Neuendettelsau (1)	"	1972	305
Munich (Hochschule der Bundeswehr) (2)	"	1973	2,346
Hagen (Ferhuniversität)	North-Rhine Westphalia	1974	3,570 (x)

(x) Full and part-time students, without those people taking part only in special courses.

(1) Church institution

(2) institution providing higher education courses only for members of the armed forces.

./.

According to the number of students, the following overall picture is arrived at for the various types of institutions in the Federal Republic of Germany:

Type of institution	number of students WS 1969/70	WS 1976/77
Universities	305,100	583,100
Colleges of education	70,800	72,860
Colleges of art and music	10,100	15,300
Fachhochschulen	87,100	157,100
Comprehensive universities	--	49,000
total	473,100	877,360

As can be seen, the proportion of comprehensive universities compared with the total for the Federal Republic of Germany is still very low - barely 5.6%. Even in North Rhine-Westphalia, where the development of comprehensive universities has been most propagated, it only reaches 16%. Moreover, it has to be kept in mind that the comprehensive university offers not only newly developed independent courses, but also some traditional courses.

2. The development of the concept of the comprehensive university and its realisation in educational policy

During the last ten years, the problem of the comprehensive university first played an important role in the discussions regarding higher education policy in the Federal Republic, though this role has, however, markedly decreased of late. Today it is difficult to establish who, in fact, originally developed the concept of the comprehensive university. The first important document, which introduced the idea to a wider public, was produced by Ralf Dahrendorf (at present Director of the London School of Economics) in 1967 on behalf of the Ministry of Education of Baden-Wurtemberg (1). This paper, which became the foundation of the general plan for higher education in Baden-Wurtemberg, used a very flexible concept for the comprehensive university, namely that of "differenzierte Gesamthochschule" (differentiated comprehensive university), which means the whole area of possible combinations of Hochschulen.

In the discussions during the following years, two more or less contradictory concepts of the comprehensive university developed, which were at first only abstract models: the "kooperative Gesamthochschule" (co-operative comprehensive university) and the "integrierte Gesamthochschule" (integrated comprehensive university).

---

(1) Arbeitskreis Hochschulgesamtplan beim Kultusministerium Baden-Württemberg: Hochschulgesamtplan Baden-Württemberg, Empfehlungen zur Reform von Struktur und Organisation, Villingen 1967 (Bildung in neuer Sicht, Reihe A, Nr. 5).

./.

The model of the "co-operative comprehensive university" is based on the autonomy of the various different institutions of higher education within a combined system. "Co-operation" means, for example, reciprocal co-ordination of courses and examination regulations, intensification of research and teaching in special areas of study, exchange of staff and co-operative utilization of scientific equipment. In order to ensure co-operation, joint committees are to be set up.

On the other hand, the model "integrated comprehensive university" means that the various institutions of higher education are united in a common organisation under a common administration and with common decision-making bodies. The special aim of the reform is the development of a new system of studies in which the courses offered by the Hochschulen, which have up to now been separated, are to be linked and intertwined; thus students can obtain differentiated degrees building up on one another in various subjects. The first final examination can be reached after about three years, a second after one or two years of further study etc; also there are other possibilities such as partly common and partly parallel courses leading to different degrees. For all the final examinations, even though differing from one another, a common designation ("Diplom") was demanded on principle.

As an aside a further model should be mentioned, that of the so-called "Baukasten-Gesamthochschule" (modular model). The fundamental idea is, in short, that such a Hochschule should not offer complete systems of study or courses but only units, which the student could combine according to his own ideas and inclinations.

Above all the concepts of the co-operative and the integrated comprehensive university soon became part of the discussions concerning higher education policy between the political parties. The concept of the "co-operative comprehensive university" was often considered as being conservative and ascribed to the CDU/CSU, while the "progressive" concept of the "integrated comprehensive university" was identified as part of the policy of the SPD and FDP. This party-political allegiance of the comprehensive university models was in a certain sense unavoidable, as it considerably impeded objective argument about the problems which had to be solved and which were only gradually becoming evident.

In May of 1970, the Wissenschaftsrat (German Science Council), the most important advisory board of the federal and the Länder governments in the tertiary education sector, adopted the concept of the comprehensive university, indeed fundamentally in the sense of the integrated one, suggesting in its "Empfehlungen zur Struktur und zum Ausbau des Bildungswesen im Hochschulbereich nach 1970" (Recommendations on the Structure and Further Development of Tertiary Level Education after 1970) an appropriate reorganisation of the higher education system.

./.

The federal government, which since 1969 has taken the form of a coalition of SPD and FDP, took over the idea and in 1970, in its educational report to the Bundestag, made the following statement:

"The organisational and quantitative re-shaping of higher education aimed at by the federal government can be expressed in two fundamental aims.

- the hitherto separate areas of tertiary level institutions are to be united in integrated comprehensive universities
- the area of higher education as a whole must be expanded, within the next ten years, to more than double of the present capacity."

As early as the summer of 1971, however, federal and Länder governments reached a temporary compromise and an agreement on common policy regarding the comprehensive university question. Most stress was clearly laid on the reform of courses and the development of a new system of studies, and the co-operative and integrated comprehensive university models were recognised as being equally acceptable. The verbatim statement reads as follows:

"The aim of the restructuring of tertiary education is to create smooth transition within a system of differentiated but inter-related courses and degrees. In order to achieve this target, the various types of higher education institutions which have hitherto had differing admission requirements, scopes and legal status, are to be combined in a new system of tertiary level education: existing institutions are to be developed or merged in order to form comprehensive universities or, by maintaining their legal autonomy, should form comprehensive universities by setting up common bodies, particularly in questions concerning study reforms." (1)

In 1973 this definition was also integrated into the Bildungsgesamtplan (general plan for education) worked out by federal and Länder governments) in the "Bund-Länder-Kommission für Bildungsplanung" (Bund-Länder-Commission for Educational Planning).

3. The first phase in the development of the comprehensive university at the beginning of the 70s

It can be said that the idea of the comprehensive university, at least for a while, yielded exceptionally fruitful results. It led to a number of important initiatives, on the part of the federation as well as in the Länder and at the higher education institutions.

---

(1) Rahmenplan für den Hochschulbau, 19 Juli 1971, S.4

./.

From about 1969 onwards, the comprehensive university became the all embracing new target in the discussions concerning policy for higher education. At that time the idea of the comprehensive university raised many hopes for a restructuring and improvement of the entire tertiary sector and for the solution of many of its problems.

a. The comprehensive university in higher education legislation

On the basis of a then newly obtained competence for legislation, the federal government, under the auspices of the Minister for Education, began work in 1969 on a draft of a "Hochschulrahmengesetz" (Framework Act for Higher Education), the target of which was to create a structure for the entire tertiary area where the most important aspects concerned would be unified. The 11 Länder were then to add the substance to this framework by means of their own legislation on higher education.

The 1971 governmental draft for this Framework Act very obviously directed its sights towards the integrated comprehensive university; the Federal Government, at that time, aimed at introducing the integrated comprehensive university as the future norm in the tertiary area.

As the passing of the Framework Act for Higher Education was delayed - it eventually only came into force at the beginning of 1976 after long and often interrupted discussions - the 11 Länder themselves began to introduce legislation concerning their institutions of higher education. In almost all cases regulations were envisaged which aimed at the new comprehensive university structure. Naturally there were differences between the Länder as regards the aims or the road to be taken to achieve them. Some Länder, not yet having any practical experience, clearly preferred the integrated comprehensive university, others from the outset aimed at only an organisational co-ordinating of the institutions in their legislation according to the idea of the cooperative comprehensive university; finally, a third group in its higher education legislation juxtaposed the various concepts with equal status as possible future structures.

b. Formation of "Hochschulregionen" (higher education institution regions) or "Gesamthochschulbereiche" (comprehensive university areas)

It did not take long before a first planning and organisational instrument was developed in all the federal States, by means of which the development of comprehensive universities, too, was to be advanced. In order to ensure the provisions of sufficient courses throughout the various regions and, moreover, to further the co-operation of the various types of tertiary institutions, the various Länder with the help of the Science Council have, at first solely for the purposes of quantitative planning, since 1972 been divided into higher education institution regions or comprehensive university areas, to which all the existing tertiary institutions are affiliated.

./.

In some Länder these were provided with boards who were to supervise or to prepare the merger of the insitutions within their region. These boards then set up sub-boards which were to clarify questions concerning study reform, the organisation of research or sometimes only the new organisational structures. A specially detailed infra-structure concerning the comprehensive university was developed in Baden-Wurtemberg which from the "Dahrendorf-Plan", mentioned above, to the present day, claims certain "birth rights" concerning the development of the comprehensive university.

c. Model experiments

Under the auspices of the Bund-Länder-Commission for Educational Planning the ederal overnment furthered the development of the comprehensive university by its contribution to the funding of model experiments. Such model experiments for the development of concepts and for the planning of comprehensive universities which were to comprise universities, colleges of education and Fachhochschulen, were established in 1972 in six university towns, viz Aachen, Hamburg, Karlsruhe, Osnabrück, Stuttgart and Ulm/East-Wurtemberg. In the framework of these model experiments, the Bund and the Land concerned financed projects which were designed in particular to help to find possible solutions and develop individual plans for certain typical situations, ie ones which tended to occur frequently in the Federal Republic.

d. Foundation of the first comprehensive universities

Naturally enough the foundation of the first comprehensive universities in 1970-72 was of greatest importance for the development of this new institution. In the 60s a number of new universities had been founded. At the beginning of the 70s too the situation for the expansion of higher education continued to be relatively favourable, as well as for the foundation of new institutions or their restructuring. Around 1969 a new period of increased political activity in the education sector began which was to continue way into the 70s. A rising standard of living, certain demographic developments and the publicity for making more use of educational opportunity had considerably increased the number of those completing their abitur (school leaving examination) and others wanting to continue their education at tertiary level institutions. Further probable increases of substantial dimensions became evident. Favourable economic development at the beginning of the 70s provided the necessary financial scope for high investments in the educational and especially in the tertiary sector. These developments played an important role in the foundation of the first comprehensive universities in Hesse, North Rhine-Westphalia and Bavaria, which have already been mentioned. They were founded in regions which were underprivileged with regard to higher education institutions (principle of regionalisation). It should be mentioned, however, that all these new foundations were based on already existing educational institutions, mainly colleges of education and Fachhochschules. What made the comprehensive universities new and attractive was the fact that they could also offer degrees which were comparable to the "classical" degrees of

./.

the universities. It is very important to mention that the choice of region (in educationally underprivileged areas) - with the exception of the clinical institutions in Essen - is responsible for the fact that in no instance has an already existing university been merged into a new comprehensive university. It should, however, also be pointed out that at the outset a free development of the comprehensive university without traditional ties was aimed at.

In this context it is important to mention that some new foundations or restructurings in Bavaria and Lower Saxony did not for various reasons produce comprehensive universities, even though they were to be established at the same time as the first comprehensive universities and their preconditions and targets were alike. Between 1970 and 1973, new universities were established in Oldenburg, Osnabrück, Bayreuth and Passau, in spite of the Science Council's advice in these years, the last instance being that of Passau at the end of 1972, to found comprehensive universities in these areas. It is further surprising, that up to now no comprehensive university has been established in Baden-Wurtemberg. If one takes into account their special efforts in creating an infrastructure for the development of the comprehensive university, this may be regarded as characteristic for the present situation regarding educational policy.

The comprehensive universities of Hesse and North Rhine-Westphalia laid most stress on the combination and inter-relation of courses, ie the integration of courses of longer and shorter duration in the same subject. Thus the term "integrierte Gesamthochschule" is correctly applied in this case in the sense that it does not only relate to matters of organisation, but also to courses on offer. The development and the setting up of new integrated courses was speeded up specially in North Rhine-Westphalia(1). The remaining comprehensive universities were initially more interested in the organisational amalgamation of the educational institutions involved whereby it was, however, also hoped to gain impulses for a reform of studies.

4. Motives and arguments for a comprehensive university

There are a number of very understandable motives and reasons for the heated discussions surrounding the comprehensive universities and the numerous initiatives at the beginning of the 70s. In general it could be said that the idea of the comprehensive university to a certain extent seemed to offer something to everyone, to the "progressives" as well as to the "technocrats" or the "conservatives". The many sidedness and attractiveness of the comprehensive university idea during the first stages of the discussion cannot be over emphasised. The following paragraph will try to explain this phenomenon.

./.

(1) The details are explained in the publication: Gesamthochschulen in Nordrhein-Westfalen, herausgegeben vom Minister für Wissenschaft und Forschung, 4. Auflage Düsseldorf 1977.

The educational system of the Federal Republic has always been notorious as being a system of "one way streets" or "cul de sacs", which has been proved by investigationscomparing it with that of foreign countries. In the tertiary sector various types of institutions with differing educational purposes in many cases stand side by side lacking any connection. Thus a change from one type of institution or subject to another one is therefore - if at all - usually only possible with a great loss of time. At the end of the 60s strong moves towards a reform began, which aimed at introducing a system of smoother transition between schools and university studies, thus providing more evenly balanced educational opportunities. The aim of the reform endeavours at the secondary level was the comprehensive school, ie the combining of the existing types of schools (Gymnasium, Realschule and Hauptschule) into one universal system; in the tertiary area, the concept comprehensive university. In both cases hierarchies, educational barriers and unjustified prestige were to be dismantled. Instead, the aim was to introduce a system providing both smooth transition and an array of courses differentiated with regard to content and duration, whereby everyone could obtain the final qualification according with his achievements and inclinations.

But also educational policy-makers who were more concerned about cost and capacities were in favour of the comprehensive university, as it appeared to offer a better possibility of making full use of the existing resources. The opinion was held that, following a complete restructuring in the sense of the comprehensive university idea, the traditional universities could also be included to a greater extent in the study reform work which they in particular badly needed. For last but not least, the development of the comprehensive university was meant to increase the attraction of the shorter (three year) courses at present offered by the colleges of education and the Fachhochschulen, by combining the advantages of the more practically orientated training mainly provided by the Fachhochschulen with a more specialised theoretical foundation. If the majority of students opted for the shorter cycle, then the capacity of the system as a whole could be considerably increased.

Some regarded the organisational changes connected with the comprehensive university idea above all as instruments to speed up the internal reform of the tertiary level institutions, especially curricular reform. Great expectations accompanied the new graded and integrated system of courses which had the advantage of combining university courses with those of colleges of education and Fachhochschulen, and was to bring about a possible solution for the problem of combining theory and practice in higher education. In the Federal Republic teachers are trained at colleges of education as well as at the universities; engineers are trained at the technical universities and at the Fachhochschulen. Was it therefore not better to accommodate the training for both in one comprehensive system?

./.

At any rate, there continues to be a strong link between the concept of the comprehensive university and the rapid expansion of the tertiary sector since the 60s. The main points can be summed up as follows:

- Comprehensive universities are to take into account the differentiated requirements and educational demands of the ever growing number of students by offering them a wide choice of mainly three year courses, each orientated towards a selection of potential professions. The new institutions should also offer hitherto unavailable combinations of subjects.

- In this way comprehensive universities should contribute to finding a solution for the new task of higher education institutions, namely that of providing suitable tertiary level education for a large number of students.

- As an indispensable pre-requisite for coping with the quantitative expansion, the comprehensive universities should put into practice forms of organisation which ensure the best possible use of staff and equipment available.

- Comprehensive universities should contribute to bringing about equality of opportunity and avoiding expensive second courses of study by offering a flexible and permeable system of studies.

The Land North Rhine-Westphalia has summed up its aims with regard to its educational policy for comprehensive universities as follows:

1. An increase of places in order to make tertiary level education available to more students.

2. Regionalisation of new higher education institutions and of courses in order to stimulate demand and opportunity for education also of the socially underprivileged in areas which up to now had no access to tertiary level institutions.

3. Reform of study and teaching. This is the most important aspect in the development of the comprehensive university and its programme is as follows:

- introduction of a smooth transition system of graded, inter-related courses of differing length and content in each subject to allow for more individual choice and transfer to other courses without loss of time.

- Reform of curricula and aims of study in keeping with the social development and the demands of the professional world; pruning of study content in order to shorten the time of stay; training orientated towards broad categories of professions in order to increase mobility.

- Combination of theory and practice as the basis of unified scientific training and research.

./.

- Creation of equal chances for all freshmen whether they have gained admission via the Abitur or the leaving examination from a Fachoberschule.

5. Main targets and problems in the development of the comprehensive universities

The development of the already existing comprehensive universities has by no means been completed. The first practical experience, the course which the six model experiments (v. chapter 3.c) have taken as well as the results of the currently more sober discussions surrounding the comprehensive university concept have clearly shown that the development of the comprehensive university on a broad scale depends on the satisfactory solution of a number of main targets and problems.

a. The new course structure

The most fundamental and important aspect of this type of tertiary level institution, especially with regard to the integrated variety, is the reformed course structure. This makes it possible that common subjects or courses in different institutions are linked together in a smooth transition system with a variety of terminal examinations which are graded with regard to length of study and differentiated in content. Three critical aspects which concern this problem should be mentioned:

- The transposition of such a model of a graduated and co-ordinated course structure into actual curricula.

- The equalisation of differing admission requirements of the individual institutions which have been merged into a comprehensive university.

- The supra-regional recognition of the new terminal degrees awarded by the comprehensive university.

1. Immediately after the first discussion surrounding the comprehensive universities had begun, a number of models for the new courses or systems of courses which were to be introduced in the comprehensive universities were put forward. Most of these models proved to be theoretical trifles. Only the so-called Y-model and the consecutive model have retained their importance and have already been put into practice.

The Y-model provides for a common basic programme or cycle for all students (of about two years or less), which after an intermediate examination branches out into a longer or shorter main course of study (whereby "shorter" or "longer" does not necessarily mean a more practice or more theory orientated course). Including the basic cycle the shorter programme is designed to lead to a diploma which qualifies for a profession after three years, the longer one after four years.

./.

The consecutive model comprises a first basic cycle for all students which leads to a professionally qualifying degree after three years; the second cycle which is optional lasts one to two years and offers a further qualification.

The various advantages and disadvantages of one or the other model cannot be dealt with in this context. North Rhine-Westphalia opted initially for the Y-model for its comprehensive universities, with the result that at present there are 35 integrated courses on offer here. Kassel, however, decided on the consecutive model which is currently being tried out in various subjects. A three year cycle is followed by practical training of at least one year and ends with a further course of one year. The development in Kassel has hitherto received less publicity compared with that in North Rhine-Westphalia.

No solution has yet been found for the problem inherent in the Y-model of how to deter a large majority of students from choosing the longer four-year main course of study, because they expect more prestige and a higher income from this degree. In a sense this is quite understandable and cannot be condemned as far as educational policy is concerned. Nevertheless problems would arise with regard to capacity, if the comprehensive university were to lead to an increase of study time through those students who formerly would have studied for only three years at a Fachhochschule now studying for four years at the comprehensive university. Suffice it to say that it has already been proven that intermediate examinations at the end of the basic cycle, based on a points system, on the results of which admission to the shorter or longer main course of study depends, cannot help to solve the problem adequately.

North Rhine-Westphalia has therefore opted for continuous assessment and tries to channel the decision of the students for the shorter or longer study cycle by means of a choice of courses which are offered in the two final terms of the basic cycle. Furthermore, possibilities of transition at the end of the shorter course into the longer course and post-graduate studies are to be provided. This would make it feasible for those students holding a degree from the shorter courses, also to obtain further qualifications and not to let these seem less attractive from the outset.

In recent discussions it has been pointed out more strongly that, even within a particular type of Hochschule, different models and systems can be put into practice in individual subjects depending on circumstances and demands. Naturally, this would make it more difficult to have a clear overall view.

2. But not all problems have yet been solved in North Rhine-Westphalia either. This for instance applies to the question of how to balance out the varying admission requirements of the students for the comprehensive university. In the common basic cycle graduates of Fachoberschule with 12 years' schooling are entitled to enter a Fachhochschule mingle with holders of the Arbitur who have

spent 13 years at school and fulfilled the requirements for university study. In this case a system of supplementary or so-called bridging courses, which are generally offered before the first term of the basic cycle, have helped to compensate for educational deficiencies, for example in mathematics, resulting from a shorter period of schooling.

3. In questions concerning supra-regional recognition of studies and examinations from comprehensive universities, North Rhine-Westphalia has in the meantime been able to achieve positive results. At the beginning, students who, for instance, after having sat an intermediate examination, at a comprehensive university wanted to change to another institution of university standing, found it difficult to obtain recognition for their studies and examinations. The reason for this was that it had not yet been established whether the studies and examinations in the comprehensive university were comparable to or of equal standing with the traditional standards of the universities and were therefore mistrusted. In the meantime, the comprehensive universities have been further developed and better provided with staff and inventory, and therefore it has at least within North Rhine-Westphalia proved possible to disperse the initial reservations of the universities with regard to the academic value of the integrated degree courses leading to the diploma offered there. This development was speeded up, especially in the humanities, social studies and natural sciences, as these departments of the comprehensive universities were soon provided with sufficient staff and equipment.

On the other hand, Hesse has further complicated the problem of recognition. The reason for this is that the terminal degree examination taken in Kassel after three years, both in terms of standard duration and quality, will fall into a limbo between the existing higher technical or vocational diploma and the university degrees. It still remains to be seen how much value the professional world and the civil service will attribute to this degree.

b. <u>Questions concerning decentralisation and dimensions</u>

The comprehensive university has been defined as being a higher education institution which combines the aims of various traditional tertiary level institutions. In practice, this combination means that a new all-embracing unit is formed which to a certain extent is bound to lead to a process of concentration. On the other hand, however, the expansion of the tertiary area which has hitherto taken place and which will partly continue throughout the next few years, the principle of concentration has not been in the forefront at all. On the contrary, in their plans the Länder aimed at a further decentralisation according to the principle of distributing a choice of courses throughout the regions. This became evident in the foundation of the first comprehensive universities. In this context, however, it was realised that there are barriers which inhibit the planning of a further decentralisation of tertiary level institutions as was formerly strived at in the establishment

./.

of even the smaller Fachhochschulen throughout the regions. The new comprehensive universities in Hesse and North Rhine-Westphalia are an example of what size is required in order to make a tertiary level institution function properly.

In the very first discussions the question was raised as to whether the comprehensive universities should become or be allowed to become mammoth institutions with 30,000, 40,000 or even more students. This question was especially relevant for the large places such as Berlin, Hamburg, Cologne, Stuttgart, Frankfurt and Munich, where there are a large number of higher education institutions which, if amalgamated, would immediately reach the above mentioned size. It was soon generally accepted that such huge comprehensive universities, which will probably cause administrational difficulties, were not desirable under the circumstances in Germany. Most people agreed that there should not be more than 25,000 students in any single institution. Therefore projects were worked out for some of the bigger cities which foresaw the establishment of a number of comprehensive universities in one city, whereby common faculties of the various existing institutions were to be amalgamated. In Berlin for instance, the question was discussed whether several specialised comprehensive universities should not be established, one in humanities, another in natural sciences and a third for engineering. In order to achieve this, however, the existing universities would have to be divided up. This was soon met with resistance, as the university (in the traditional sense of the universitas litterarum) was still taboo for many academics and educational policy-makers. On account of these problems, the development of the comprehensive university in large cities has not yet been able to progress satisfactorily, whereas the foundation of comprehensive universities with up to 10,000 students proved possible, even though no traditional university was amalgamated.

Only in Hamburg, where at the moment 37,500 students are enrolled, is there a plan for a comprehensive university. Dating from 11 January 1977, this foresees the establishment of a single integrated comprehensive university, but only after a co-operative phase of five years. The state authorities involved in Hamburg are convinced that even a tertiary level institution of this size can function well and work effectively.

It can be assumed, however, that everywhere the major questions on organisation have not yet been adequately solved.

c. Significance of the staff-structure

The experience gained up to now has shown that the "key to the comprehensive university" is a good staff-structure. Many observers of the political scene in the area of higher education still maintain that the idea of the (integrated) comprehensive university will break down simply on problems arising from the structure of the teaching staff.

./.

Problems in particular arise in those cases where staff from Fachhochschulen work together with university professors. The former, as a rule, have less academic training, a greater teaching load and lower salaries than the latter. Formerly at the top of the staff in the Fachhochschulen in the comprehensive university they now belong to a new hierarchy, where they no longer hold the highest positions. Even though they are not subordinated to the professors, their inferior position plays a role in questions of distribution of teaching assignments and funds, appointments and share of research. A decision of the Federal High Court ruling that the composition of the individual groups of staff taking part in the academic decision-making bodies should be strictly homogenous, has further aggravated the problem.

Two particularly striking observations have been made: on the one hand many former Fachhochschulen staff-members now employed at the comprehensive universities strive to obtain further academic qualifications, whereby they fail to recognise their prime duty to give practically orientated instruction. Their goal is to reach the status of a professor. On the other hand, in quite a number of comprehensive universities the situation has repeatedly given rise to the strongly worded disputes among the staff, which have even included attacks coloured with personal animosity.

In the meantime, the prerequisite qualifications and the duties assigned to the professorial staff have been set down in general principles in the Framework Act for Higher Education; legislation transposing this into acts concerning the individual Länder are to follow soon. Amongst other things, this has made it clear that the development of comprehensive universities would not automatically improve the position of individual members of the staff (such expectations were in some cases especially relevant for the interest which the Fachhochschulen showed for the development of comprehensive universities). Yet many problems still remain to be solved. Above all, adequate and legally founded regulations have to be worked out in order to ensure the collaboration of differently qualified staff with a different background, who have hitherto had different duties within their various institutions. The different types and tasks of the individual organisational units (for example units which are concerned with teaching alone) could be of importance in this context.

d. Co-operation between the state and the higher education institutions

At the end of the 60s, the higher education institutions themselves made a substantial number of suggestions towards reform. Many politicians thought that the tertiary institutions could carry out their own reforms. Therefore it was tempting to leave the development of the comprehensive university to them also. Hopes, however, that a plan for the merger of tertiary level institutions including a university, in a certain place or region could be worked out and put into practice merely through the collaboration of joint bodies of the institutions themselves have not come true.

It would appear that positive results can only be expected from a close collaboration between the state and the tertiary level institutions. This applies especially to the solution of the complicated structural problems which emerge during the establishment of comprehensive universities and which,in many cases,are above the competency of the individual institution of higher education. Many people in favour of a true comprehensive university development in the tertiary sector as well as in government recognised this fact. But they believed that the obstacles could be politically removed in time while still in the planning phase. Thus internal questions surrounding the institutions would not have to be delayed until clear structural principles, for instance staff-structure and regulations for the civil service, were at hand.

It must also be pointed out, however, that the autonomous administrations of the institutions involved, because of their legitimate tendency to safeguard their individual and differing interests, are, as a rule, not in a position to direct the development towards a comprehensive university themselves. As few people within the institutions are willing to take risks, it was easy for the opponents of the comprehensive university idea to camouflage their fundamental rejection and win over the well-meaning, but inactive, members of the institutions under the pretext that the State had unfortunately not yet produced the necessary preconditions. But there always have been and also still are some who reject the comprehensive university out of hand.

Today it is commonly agreed that from the outset, the State authorities involved must direct the development of the comprehensive universities by giving a clear impression of the targets to be achieved and setting structural and quantitative assumptions to be worked on, which should not be interpreted as interfering in the self-administration of the institutions. These outlines concern, for instance:

- the general structure of the system of studies (details concerning the courses and degrees),
- the admission requirements for the various courses or cycles,
- the quantitative framework (number of places available for study in the various subjects and cycles)

and

- the organisational framework.

This was not recognised in time everywhere. For that reason many mistakes have been made. Only North Rhine-Westphalia, with the help of a governmental Act, the so-called "Weihnachtserlass" (Christmas Act) of 21 December 1972, managed to set the structural corner-stones for the new comprehensive universities with regard

./.

to the new integrated courses which were to follow the Y-model and thus providing the basis for the first phase of the study reform. In other Länder, however, where such decisions on the part of the state were lacking or delayed for a long time, the endeavours to develop comprehensive universities began to break down or came more or less to a standstill.

6. State of the Act with regard to the development of the comprehensive university

a. Successes and achievements of the first comprehensive universities

The successes and achievements of the already existing integrated comprehensive universities are noteworthy especially regarding curriculum reform. Only in these new institutions has the aim for an integrated or graded system of study as set down in the General Plan for Education, been pursued energetically. Nobody, however, could assert that this work has already been finished. Even those who are strongly in favour of the new comprehensive universities view the problems critically and have an open mind for later re-examination. The model of the new course-structure, especially in the case of the comprehensive universities in North Rhine-Westphalia, has been so far developed and applied in practice, that it has been proved to work in a basically satisfactory manner. Furthermore, during the work on curriculum reform, in the comprehensive universities, significant contributions have also been made towards solving the problem of the inter-relation between theory and practice in tertiary education. Moreover, the comprehensive university development has given important insights concerning the collaboration of State and tertiary level institutions on questions of structural reforms in the tertiary area. Last but not least the comprehensive university, because of its smooth transition system which is more or less a standing feature of this institution, has helped to improve the chances of those who do not have the General Certificate of Qualification for studying at the h.e. level (Abitur), but only a restricted qualification, eg Fachhochschulreife, but still would like to pursue academic studies.

Today, many observers and those playing an active role in matters concerning higher educational policy tend not to recognise these facts. Without properly looking at the achievements made so far, they insist that the whole development was wrong and that the new comprehensive universities were nothing but "Potemkin villages". Moreover, when comparing the university with the comprehensive university, they generally tend to overlook the fact that the latter offers new courses which take three or four years, whereas the reform of courses in many subjects at the universities (which in practice usually require a much longer stay at the institutions) has still to take place.

This criticism is in danger of becoming a self-fulfilling prophecy, quite apart from the fact that it impedes the work of those who are actively involved in the existing comprehensive

./.

universities and who identify themselves with their targets. It is therefore very important that the "Westdeutsche Rektorenkonferenz" (West German Rectors-Conference), at its annual general meeting in Tübingen in May 1977, encouraged all concerned to support the comprehensive universities, which were described as being "models on the test-bench" and to grant them "fair conditions" for their further development.

b. Results of the model experiments

Of the six model experiments for the development of the comprehensive university which began in 1972, four have so far (Aachen, Osnabrück, Stuttgart, Ulm) either been finished or broken off prematurely. They have only partly reached the targets aimed at concerning the development of the comprehensive university and have therefore, in general, not obtained the expected results. In no case was a comprehensive university established.

In Karlsruhe, after long drawn out discussions and preparations in which the principles of an integrated comprehensive university had been worked out in all their ramifications, it was agreed in 1974 to form a "Gesamthochschulverbund" (comprehensive university association) as a first co-operative step towards further development. The Land did not, however, lend political support to this concept. The necessary legislation was therefore not introduced, so that to date nothing further has been achieved.

Only in Hamburg is the idea of the comprehensive university still being ardently pursued. The already mentioned very interesting comprehensive university plan of 11 January 1977 foresees the formation of an integrated comprehensive university, the development of which will take many years. But before this target can be reached, many important questions of detail must still be clarified and political opposition overcome.

An evaluation report by the "Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung" (Bund-Länder-Commission for Educational Planning and Promotion of Research) on the six experimental models is expected at the end of 1977. In assessing their findings, the following circumstances have above all to be taken into account, circumstances which have seemingly had a significant influence on the development of the comprehensive university everywhere:

- The positive statements on the comprehensive university, made around 1970 to 1972, especially those of the academic bodies themselves, were almost exclusively based on abstract models. The real tasks and problems arising from the development of the comprehensive universities were, at that stage, not yet fully recognisable. This often contributed to a change of attitude towards the comprehensive university, once detailed work began. Thus the discussions surrounding the concept of the "integrated comprehensive

./.

university" and "co-operative comprehensive university" have, at times, negatively influenced the development of the model experiments, for this gave the impression that the issue was more about organisational and formal questions than about the reform of the content and structure of courses.

- All proposals for the development of new and shorter courses in the comprehensive universities have been criticised as being unattractive for the students. This attitude was mainly caused by the very tardy reform of regulations concerning career-structures and salaries in the civil service, by the insecurity generally felt regarding the demand for graduates outside the civil service, as well as by the academic and didactic implications that would arise with regard to such courses.

These circumstances may be assumed to have played a decisive rôle in the generally unsatisfactory course of the experiments.

c. Political uncertainty

The fact that no tangible progress has been made during recent years must give rise to the question as to whether the development of the comprehensive university, especially in its integrated form, has also been obstructed and prevented for political reasons. In this connection it is important to remember that the idea of the integrated comprehensive university and its execution was (and still is) a target of the coalition - SPD and FDP - in power at the Federal level. If this concept failed, it would mean a victory for the opposition. It would, however, probably not be worthwhile looking for tactical intentions. In view of the already mentioned necessity for the State to set out guidelines, it was quite enough for the government of a Land merely to show a slight waver or let things "go their own way" for a while. Immediately the latent counter-forces in the institutions gained impetus and the developments initiated so far came to a standstill. However, considering the already mentioned but not yet sufficiently examined problems of the comprehensive university development and the integration of universities, it is not surprising that the State at times showed considerable uncertainty and that decisions were thus not taken which would have furthered the development.

7. Assessment of future developments

The Framework Act for Higher Education , which was eventually passed on 26 January 1976 after many years of consultations has, in paragraphs 4 and 5, stipulated important principles with regard to contents and organisation for the reform of higher education and thus also for the development of the comprehensive university. By means of these principles the targets set down in the "Bildungsgesamtplan" (general plan for education - v. p. 7) are to be reached. The dispute concerning the forms of organisation was also terminated by this Act for the time being: the various types of comprehensive university (integrated and co-operative) have the same legal status in this Act. Both, however, take precedence over the mere collaboration of higher education institutions.

./.

But even though many of the uncertainties which have hitherto existed have been removed by the Act, there is no doubt that the phase of enthusiasm is over. In political and academic circles, the reform ideas which are connected with the key-word "comprehensive university" are, in many ways, considered as being no longer up to date. Quite a number of representatives of universities hold the opinion that the newly founded comprehensive universities which do not include traditional universities have, at least in some cases, not fulfilled the expectations. For this reason, they argue, the development of the comprehensive universities is no longer attractive for the universities. The Science Council, commenting on this frame of mind, makes the following statement in its "Empfehlungen zu Umfang und Struktur des Tertiären Bereichs" (Recommendations on the dimension and structure of the area of higher education) of 21 June 1976:

"The Science Council recommends that the integration of institutions with three year courses into comprehensive universities should only be pursued if it is guaranteed that the number of shorter courses as they are offered to date will not be reduced. The variety of educational choice is in no way to be curtailed on account of the integration."

Even at the annual general meeting of the Westdeutsche Rektorenkonferenz (West German Rectors-Conference) in May 1977, the demand was made that no new integrations should take place until the findings of the current "models" had been assessed. At a time when the tertiary institutions need an organisational rest, all frictions should be avoided in order to concentrate all forces on the education of students who were born in the years of high birth-rate and are now starting their academic training.

The Federal Government underlined in particular the comments of the Science Council concerning the further development of the Fachhochschulen: attention must be paid, it said, to the conservation of the specific courses offered by the Fachhochschulen (as against those of the universities), notwithstanding the forms of organisation. The experiences with these more practically orientated courses which have been developed during the last few years, are to be used in a future comprehensive system. It would certainly not suffice merely to implement drawing-board models of ideal courses, in which no attention is paid to the problems of practical application. Therefore it was fully appreciated that, for instance in North Rhine-Westphalia, the traditional universities, colleges of education and Fachhochschulen, which up to 1972 had not yet been integrated into comprehensive universities, were at first to undergo a phase of close co-operation (1). The Federal Government

./.

(1) In the meantime legislation has been introduced in North Rhine-Westphalia designed to integrate the colleges of education into the universities. This integration does not, however, aim at the establishment of comprehensive universities.

has emphasised that on the whole full support and encouragement should be given to all the existing initiatives for the formation of comprehensive universities. The government also advises, however, that the concept of the comprehensive university should be materialised very carefully and by stages, whereby special attention should be paid to questions concerning the curricula, and that the experiences hitherto obtained should be taken into consideration.

Up to now there are no detailed comments from the various Länder, except Hamburg, in regard to these problems. Therefore it can be assumed that, during the next few years, hardly any changes will take place concerning the comprehensive universities.

The small number of already existing comprehensive universities will, however, definitely continue to exist due to the rising demand for places in tertiary institutions. They will be internally and externally consolidated and can, for obvious reasons, count on full support from the political authorities concerned. In the course of time, they will probably aim at obtaining the designation "university", for example on the grounds that some of their courses are equal to those of the universities.

On the other hand, at the moment timid attempts are being made to build up a graded or differentiated system of studies within the traditional universities. Most important in this respect are the intentions of the Science Council to develop shorter (three year) courses in languages and arts, and also in economics and social sciences. Up to now it is difficult to assess whether these proposals are realistic. The fact which, above all, speaks in their favour is that particularly in view of labour-market developments the risk involved in studying in some major groups of subjects could be diminished. It is, however, doubtful whether, besides satisfying such current necessities, it will be possible to introduce a graded or differentiated system of study at least in certain departments of the universities.

According to another proposal the graduates of the Fachhochschulen should be given better opportunity to obtain the next higher degree by continuing their studies at a university or technical university, whereby the training should be shortened and intensified as against the current practice. For this purpose, these institutions should develop new courses of three or four semesters which cater for the special needs of the graduates from Fachhochschulen.

At all events proposals such as these could help to put into practice, at least in part, some important aims concerning higher education policy, without introducing the structural and organisational changes connected with the establishment of integrated comprehensive universities and which are thought by many to be scarcely viable.